
Part IV

Recreation Element

San Diego County General Plan

Adopted
March 29, 1972
Amended
January 12, 2005
GPA 04-010

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CERTIFICATE OF ADOPTION

I hereby certify that this is the text, of the **Recreation Element**, Section I, Part IV, of the San Diego County General Plan, as amended by General Plan Amendment (GPA) 04-010, and that it was considered by the San Diego County Planning Commission on the 15th day of October 2004 and approved the San Diego County Board of Supervisors on the 12th day of January 2005.

Attest: _____
Gary L. Pryor, Director
Department of Planning and Land Use

Text

Adopted March 29, 1972

Latest Amendment January 12, 2005, as part of GPA 04-010

A complete history of the amendments to this Element, both map and text, is available at the Department of Planning and Land Use.

INTRODUCTION

The Recreation Element provides policies for the provision of recreational facilities in the unincorporated area of San Diego County. It shall in no way supersede the General Plan of any city or the adopted park plans of any state or federal agency.

The Recreation Element consists of this Introduction, and policies in the local Park Plan, the Regional Park Plan, and a map entitled "Recreation Element--San Diego County General Plan" on file with the Clerk of the Board of Supervisors as Documents No. 471292 and 528440. The Recreation Element map indicates the general location of all existing parks and the parks that have been indicated on all adopted city plans.

It is not the intent of the Recreation Element to show the exact location of any park, trail or open space.

AUTHORITY

Government Code 65303 (a) permits a recreation element in city and county general plans as follows:

"A recreation element showing a comprehensive system of areas and public sites for recreation, including the following, and when practicable, their locations and proposed development: natural reservations, parks, parkways, beaches, play grounds, and other recreational areas."

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The County General Plan is a statement of development policies in the form of a text, map, and diagrams explaining objectives, principles, standards, and proposals. It consists of a number of related elements. The Recreation Element of the General Plan is more directly related to some elements than it is to others; i.e., the Land Use, Circulation, Housing and Open Space.

The Land Use Element

Trails and parks are part of the physical development pattern of the uses of land. Trails and parks are also a primary category of the quantity of land owned by government. Additionally, the quantity of park land is directly related to the standards of population density in this element.

The Circulation Element

The effectiveness of recreational programs and the use of parks and trails is highly dependent upon the degree of accessibility to their users. The adopted Bicycle Network Plan will allow the County to study parallel trails for equestrians and hikers.

The Housing Element

The location of parks relative to housing helps create a sense of neighborhood and community focal points.

The Open Space Element

Park sites and trails are part of the system of open space. The outdoor recreation component of the open space system includes areas of outstanding scenic, historical, and cultural value; areas suited for park purposes such as lakeshores, beaches, rivers, and streams; and lineal areas which connect major recreation and open space reservations, such as trails, utility easements, banks of rivers and streams, and scenic highway corridors.

GOALS

The goals of the Recreation Element are:

Enhance the physical, mental and spiritual well being of County residents by providing opportunities for relaxation, rest, activity, education, and relationships with their neighbors.

Provide a system of public parks, and outdoor recreation facilities which not only preserve significant areas of natural beauty for citizen enjoyment, but which also serve the needs of the citizens in their immediate environments. This system is to be augmented by private outdoor recreation facilities that are compatible with the goals and objectives of the public system.

CHAPTER 1

LOCAL PARKS

INTRODUCTION

Since playgrounds and neighborhood parks were first popularized in the United States during the 1870's and 1880's, the concept of recreation development has been synonymous with park development. This has meant that park agencies employed more general workmen and maintenance employees than special educators and spent the majority of the available financial resources on maintenance of physical facilities. Today, when planning for parks it is easy to visualize acres of land, picnic tables, swimming pools, and neighborhood centers.

In the future, however, the County must look beyond the physical facility to the needs of the ultimate clientele, who are people. For the acres of land are not ends in themselves but are merely instruments to be used in developing individual human capabilities. This definition of "human development" must not be restricted to programs for enhancement of physical fitness or merely keeping the children off the streets. It should encompass a program that introduces citizens of all ages to the cultural life of the community. It should serve as a complementary resource to formal education. It must provide a means for the individual to properly develop, participate, interrelate to his urban environment and to its local neighborhood.

A commitment to this philosophy requires that major modifications be made in both the thrust and content of our present park and recreation programs. Certainly these programs must be retained and even expanded but they must be viewed only as an important part of an overall regional program for human development.

The goals of the Recreation Element are broad enough to encompass the purpose of sundry other public and private organizations. Indeed, the benefits, for example, of close cooperation between schools and recreation departments, and joint school-park use of recreation facilities has long been recognized, albeit too often ignored due to the independent status of schools. People-oriented programs other than schools, as well as the park program itself would benefit from stronger relationships and coordination. Some examples are:

1. Cultural programs (art, music, crafts, etc.) could be provided in cooperation with museums, community orchestras and bands, theater and entertainment organizations as well as schools of all grades and colleges.
2. Leisure learning activities are related to the services provided by both libraries and schools as well as senior citizen organizations and others.

3. Day care centers which reduce welfare costs by assisting parents in obtaining and holding a job can be located in local park settings.
4. Head Start programs, which assist in insuring a child's readiness for more formal learning situations in school, can be housed in community centers.
5. Neighborhood beautification and revitalization. The development of a park and neighborhood center can be used to boost the morale of neighborhood residents and act as a catalyst to inspire others to upgrade their properties and their communities, thus halting deterioration of a neighborhood. A program of this type could be coordinated with other programs such as CHIRP -- Community Housing Improvement and Revitalization Program.
6. Senior Citizens' Centers can be provided in cooperation with senior citizens organizations.
7. Community groups such as Boy Scouts, Girl Scouts, teen clubs, mothers clubs, neighborhood associations, also go far towards involving people in the life of the community in giving them a sense of belonging to and responsibility for their community.

Purchasing park acreages and planting grass is of value only as it provides passive open space. While this is valuable, additional investment in recreational programs is needed to translate the open space acreages into programs which affect the lives of those in the community.

By recasting the County's recreation services in terms of human development instead of physical facilities, the County's recreational planning can be focused into areas of need with more accuracy. At the same time the County can avail itself of significantly greater and more diverse financial and manpower resources to complete these which are designated for human development programs to complete and maintain its recreation services. San Diego County's uniqueness as an experimental laboratory for government programs has been recognized in many ways. It is the only single County Planning Region in the state, and has received a grant from the Ford Foundation for an integrated regional environmental management program. By careful planning, San Diego County can be used as a test area for obtaining federal and state monies to be used as seed money for a program to integrate people programs with physical facilities provided at park and recreation centers.

1. Establish a system of local recreational facilities.
2. Provide policies and standards which will enable the County to provide, over the next twenty years, the local parks needed by 1990.

3. Integrate planning for local parks with the community planning program in each community to the maximum degree possible.
4. Provide local park facilities which are appropriate for the individual neighborhoods and communities in which they are located.
5. Ensure that local parks are available when and where needed by acquiring them through the subdivision process.
6. Complement the Regional Park Plan and to free regional parks to serve the people of the entire region by providing facilities for intensive local usage.

STANDARDS

The best measure of the quality of park and recreational services is in the ultimate enrichment of the lives of the people served. This is not readily measurable so other types of indices are necessary.

The amount and location of the physical space available is one of the most important factors in determining the ability of an individual park or an entire park system to accommodate recreational demands and to adopt to changing needs. Measures of physical and locational characteristics include: acreage, acreage per 1,000 population, effective service radius in both time and distance, and population within the effective service radius.

Other common indicators of recreational service levels include: expenditures for parks and recreation (total and per capita), recreation spending as related to total expenditure and the revenue base, number of park and recreational personnel (total and per capita), relative use of funds and personnel for property-oriented functions (e.g., property maintenance) and people-related services (e.g., recreation leaders).

Present Recreation Standards and Service Levels

Tables 1, 2, and 3 illustrate the wide variations in level of recreation services provided by agencies in the County of San Diego.

In addition to the variations in park acreages and standards, the per capita recreation budgets (1969-70) of the cities ranged from \$3.63 to \$30.36. Within the unincorporated area, wide variations also exist. The San Dieguito area (population 27,500) is served by 10 County parks with a total of 149.68 acres (not including beaches), or 5.4 acres per 1,000 population. Poway, with a population exceeding 14,000 has no parks and obviously no beaches. This is indicative of the basic inequity in the present local park program in the County.

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While the County has assumed primary responsibility for regional parks, only two cities, Escondido and San Diego, also plan to provide regional as well as municipal local facilities.

Since there is no consensus among the cities as to a desirable local park standard or level of recreation service, the County's park standards are derived from the following research.

Factors Influencing Standards Formulation

The task of formulating standards for local parks may appear at first to be a simple mathematical exercise in finding a comfortable median between the desires for recreational facilities and the realities of available financing. However, this simple mathematical approach cannot be used in a region as complex as San Diego County.

In developing a standard, two important questions must be answered. What level of service will be needed to meet the recreational needs of the County's residents in 1990? And, how can equity of service be ensured for sparsely populated rural areas as well as suburban and urban communities? While many public agencies have formulated service policies and standards for state, regional, and urban local parks, none have devised a comprehensive park policy and standards for local, population-based parks, which can be applied to the range of population densities found in the County of San Diego.

Only two agencies have examined the second question of devising standards for rural communities: the Department of Interior (1934) and the Nebraska Game and Parks Commission (1969).

While neither proposal was designed for situations directly comparable to that in San Diego County, their underlying principles are more universal. Both emphasize that rural dwellers, as much as their urban counterparts, need recreational facilities. These studies also emphasized that small rural communities need more park acreage per 1,000 population than do more densely populated areas. A 1934 Interior Department report states:

The basic reason for this apparent lack of balance is that irrespective of the number of people to be served there is a minimum desirable number of types of recreation areas with a total gross acreage necessary in any corporate community if the outdoor recreational needs of the inhabitants are to be served. For example, a community of 1,500 people should have one combined playground and school site of not less than 1 block, or about 3 acres; 1 play field of not less than 5 or more acres; 1 small park of at least a block or about 3 acres, in the shopping center of the town; 1 picnic grove of 10 or more acres; 1 small natural swimming center if topographical conditions present the opportunity; a site for a public library

and perhaps another (site) for a community house. In short, the total desirable recreation area would be from 25 to 30 acres. This same amount of space in a large city, if divided into special types of areas, would serve satisfactorily a far larger number of people.

Local Variations

A local park standard must not only measure the needs in differing rural and urban areas, but also must allow for variations among urban neighborhoods. Just as no two individuals are identical, neighborhoods and communities are also unique, even though they may be adjacent to each other. Variations among the parts of a city or county may be greater than differences among the regions of the state. Neighborhoods may be large or small lot, single-family, garden or high rise apartments, duplexes, row houses, modern or old. Family sizes may reflect a high proportion of young marrieds and senior citizens or families in the middle of the child bearing and rearing years. The median income may be very low, very high or some place in between.

Recreation needs are most closely related to age, income, social or ethnic habits, residence type and density, climate, and topography. The United States Outdoor Recreation Resources Review Commission and the California Department of Parks and Recreation have completed basic research relating personal characteristics and recreational propensities. However, this research is more applicable to state and regional facilities than to local, population based parks.

Use of Residential Densities

While other population characteristics relating to local recreation preferences are not readily quantifiable, it is known that residential density is one of the most important factors in planning work locations. Density determines the effective service distance, or spacing of parks, and the population of service areas. It is also the factor which is most susceptible to prediction and control. The California Committee on Planning for Recreation, Park Area and Facilities expresses these relationships as shown in Table 4.

The California Committee stated that three-eighths mile is the maximum effective service distance. Some authorities believe that neighborhood parks cannot effectively serve more than 5,000 people regardless of the service distance. A minimum population of 2,000 within a three-eighths mile radius indicates an average density of 7 to 9 persons per gross acre. While the average distance to the closest park should be as short as possible, it is not feasible to serve areas with a density less than nine persons per acre without spacing the parks farther apart.

The lowest density which should be provided a neighborhood park would be those areas with a minimum of 2,000 people within a 1-mile radius. These areas will have a density of from one to four persons per gross acre with lot sizes of one-half acre or more. While much of the need for open space and passive recreation is met by the individual parcel, there remains a need for a place to accommodate family and group picnics, meetings, and organized sports.

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Areas with less than 2,000 persons within a 1-mile radius are too sparsely populated to warrant providing a neighborhood facility. The park needs can be met through the use of schools and community parks.

Community parks are somewhat less influenced by neighborhood densities. In sparsely populated areas, particularly in those without neighborhood facilities, a community facility should be planned for areas with a population of 5,000 within a 3-mile radius or 10 minute driving time. Generally, however, a community park will serve 10,000 to 25,000 people within a radius of 1 to 2 miles. Occasionally it may be preferable for a community facility to serve up to 50,000 people.

Many park and recreation authorities minimize the utility of a standard based primarily on the acreage/population ratio, as it does not ensure that each park will be of adequate size and properly located.

One of the distinguishing features of the California Committee's recommendation was that it emphasized the concept of designing a park to fit a particular neighborhood or community to the point of omitting all mention of a traditional acreage/population ratio as a standard. However, a conscientious application of the Committee's recommendations (i.e., using the middle of its recommended size and served population ranges) for local parks would result in about 15 acres of parks per 1,000 population.

The National Recreation and Park Association, while patterning its 1970 recommendations somewhat after those of the California Committee, proposed the following population ratios and classifications as an overall framework for its park standard.

Recommended Standard

While there is no definitive standard for measuring recreation services, the ability of a park system to accommodate increasing use and to adapt to changing recreational preferences is most directly related to the amount and location of the park land. Thus an adequate standard based on park size, service radius, population served, and acres per 1,000 population, with built-in flexibility to varying communities, will be most likely to remain a viable guide.

A useful standard for San Diego County should:

1. Guide the design of individual facilities to ensure that they are of proper size and location.
2. Provide an overall standard to ensure equity in the allocation of funds.
3. Allow for community variations.

An overall standard of 30 acres per 1,000 population is therefore recommended, of which half should be devoted to regional facilities as proposed in 1967 in the County General Plan, and half or 15 acres per 1,000 population, for local parks. The local park standard includes a combination of local parks, riding and hiking trails, school playgrounds, and other public facilities which meet part of the need for local recreational facilities.

The actual allocation within the local park standard will vary with the needs and priorities of each community as shown in Table 5 and 6.

Application of Standards

San Diego County is noteworthy for the diversity of life styles offered by its many communities. It is vital to provide parks appropriate to the housing patterns, recreational needs and social requirements of each of these communities. The Local Park Plan emphasizes the role of citizen participation in the preparation of community plans which will indicate the specific parks that will meet the County standard of 15 acres per 1,000 population. Some communities may desire to emphasize the larger community parks. Others may need a more extensive system of smaller neighborhood parks and mini-parks. Each community plan in the County General Plan and each city general plan should include goals, policies, and priorities and proposed local park locations which will adapt the County standard to that community.

Recommended Classification

Tables 5 and 6 describe a classification of park facilities based on standards. The categories in the classification are more fully described below.

Local parks are those providing for recreational uses in proximity to the homes of County residents in contrast to regional facilities which serve the entire County.

Playlot, Vest Pocket Park, and Mini-Parks refer to small areas used for open space or recreation. They may be used as play areas for small children, in which case they supplement individual backyards. They may serve senior citizens only, older children, or all age groups, depending on the needs in the neighborhood. They may include play apparatus, paved areas, sandpits, wading pools, or they may simply be planted in grass. Their size usually ranges from 2,500 square feet to 5 acres, although in the past the size and location generally depended more on the availability of vacant parcels of land than on other factors. The effective service radius varies somewhat depending on the type of person served, although it is rarely more than the walking range of a preschool child or about one-eighth mile. With the increased need and preference for small, close-at-hand parks, these facilities should be encouraged.

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Neighborhood Parks generally serve a population of 2,000 to 5,000 or approximately the same population and area served by an elementary school. In urban areas, neighborhood parks generally do not effectively serve residents living more than one-fourth to three-eighths mile from the park, nor do they adequately serve more than about 5,000 people. They should be planned and located adjacent to elementary schools in order to provide a full range of outdoor and indoor activities for children and family groups. In many areas, the neighborhood park will also serve adults, especially senior citizens. They should provide for three main types of recreation: open areas for passive recreation and relaxation, active sports areas for baseball, basketball, and other court games, and a neighborhood center for neighborhood groups such as Boy Scouts, senior citizen groups, craft classes, etc. A typical neighborhood park may include the following:

- Playlot (preschool children)
- Play area (elementary children)
- Paved multi-purpose courts
- Nature study and quiet areas
- Open, free play areas
- Sports field
- Instructional swimming pool, wading pool
- Family picnic area
- Senior citizens center outdoor area
- Neighborhood center building
- Off-street parking
- Undesignated open space for buffer areas and expansion

Community Parks supplement the neighborhood parks by providing for activities that require more space and for specialized functions which must serve a larger population in order to be justified. The community park generally serves the same constituency served by a junior or senior high school - 10,000 to 25,000 population within a radius of 1 to 3 miles. They should be located adjacent to a secondary school in order to promote joint use of buildings and sports facilities. Community parks serve chiefly teenagers and adults. They also serve as the neighborhood park for the immediate environs. A typical community park may include the following:

- Playlot (preschool children)
- Play area (elementary children)
- Paved multi-purpose courts
- Slab for dancing
- Nature area/Outdoor classroom
- Open, free play area
- Sports field
- Swimming pool, wading pool

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Family picnic area
Senior citizen building and area
Community center building
Tennis complex
Archery range
Outdoor theater/special events area
Golf practice holes
Off-street parking
Undesignated and open space for buffer areas and expansion

Regional Parks serve the entire County and usually are at least 200 acres in size. Some are left primarily in their "natural state" while others will have both natural areas and extensive development. They should not under any circumstances, take the place of neighborhood or community parks. As San Diego expands, there will often be pressure to put facilities in regional parks that are not in keeping with the philosophy or purpose of the park. It is easy to succumb to this pressure because the park land is there when the urban areas grow up around it. If local parks are properly located and developed, such pressure will be minimized.

Parkways and Scenic Corridors are essentially elongated parks with a road extending throughout their length. They are usually restricted to non-commercial traffic. The parkway generally serves to connect large units in the park system or to provide a pleasant means of travel within the urban areas and between the urban areas or an outlying region. In some communities, what were once beautiful scenic drives have become major traffic arteries or high-speed thruways, yielding under pressure of commuter traffic. This should not be condoned, and can often be avoided through proper design and speed restrictions.

The parkway usually follows stream or river alignments, shorelines of large lakes, or natural wooded areas. Thus, its location and size is dependent upon the availability and location of these resources. Although no specific acreage standard is applicable, a minimum right-of-way of 300 feet is recommended, with portions being much wider for scenic vistas and other recreation development. The County has embarked upon a scenic highway program and some of these scenic highways will eventually meet this recreational need.

Park Lands Dedication Ordinance

To facilitate planning for local parks and to facilitate the collection and distribution of funds collected for local park development, the County has been divided into three fee assessment areas. The assessment areas have been further divided into Local Park Planning Areas (LPPAs). These generally consist of community and subregional planning areas. The Assessor's map book and page index identifying each of the assessment areas and the LPPAs within the assessment areas is located in the Park

Lands Dedication Ordinance, Section 810.106, Table 3, of the County Code of Regulatory Ordinances.

THE LOCAL PARK PLAN

The Local Park Plan suggests a local park system which meets the diverse recreational needs of San Diego County's diverse communities.

Map

In addition to the policies, the Local Park Plan includes a map labeled, "Recreation Element San Diego County General Plan". This map indicates local, regional, and state parks. All existing local parks are shown as part of the Local Park Plan. In addition, the general location is shown for all parks included in adopted general plans. In those areas in which no plans have been adopted indicating future park locations, no park site is shown.

Policies

1. Local parks should provide recreation opportunities for all, regardless of national origin, color, age, or economic status, or location of residence.
2. Plans for local park and recreation facilities should be based on both present and future needs, and should be reviewed and revised as a part of a continuing planning process.
3. Recreational facilities and services provided by private agencies and commercial enterprises should be evaluated and taken into account to avoid duplication when planning for public recreational facilities. However, proper recreational facilities must still be provided for those for whom the non-public facilities are inappropriate or unavailable.
4. All parks and recreation facilities should be planned as parts of an overall, well-balanced park system.
5. Local park planning should be integrated with general planning programs, both on a county wide and community basis.
6. Each local park facility should be of sufficient size and proper location to foster flexibility in activities and programs.
7. Land for local recreational uses should be acquired or reserved well in advance of need as much as possible, to insure that it will be available.

8. Space standards for local parks should be met and the land acquired even if limited financial resources preclude immediate development.
9. Lands should be dedicated for local park purposes and be protected against diversion to non-recreational uses.
10. Regional parks should be designed to serve the people of the entire region. Local parks should be so located and developed that they relieve the pressure to utilize regional facilities for intensive, local recreational activities.
11. Utilize the Park Lands Dedication Ordinance to define the LPPAs and to facilitate the collection and distribution of funds for the acquisition, expansion and development of local parks to the extent allowable under State law.

CHAPTER 2

REGIONAL PARKS

INTRODUCTION

For over a generation this nation has witnessed a continuing trend towards greater mechanization and automation in industry and other employment, coupled with the development of hundreds of household mechanical devices. This continuing trend has inevitably resulted in shorter working hours for the average person and the trend seems likely to continue with increasing rapidity into the future. The end result has been a tremendous increase in the amount of leisure time for the average person. Particularly since World War II, it seems to have become universally accepted that it is a public responsibility to provide wholesome, meaningful, recreation activities and facilities to assist in consuming the average person's ever-increasing leisure hours.

This Plan is not intended to portray all of the many recreation facilities that will be required to fill these needs by the year 1990. The full responsibility for providing recreation facilities to be provided in this County will be provided by the national government, some by the state government, some by the various city governments, some by County government, some by special recreation districts and, based on present trends, it is evident that many recreation facilities will be provided by private enterprise. This Plan indicates only those parks which need to be provided to serve the entire County. In order to understand the concept behind the regional parks proposed in the Plan, it is necessary to review the recreational services provided by the various types of regional parks now existing and expected to exist within the County.

Ocean Beaches

Due to the geographical factors involved, beaches must be considered as a separate recreation resource. Quite obviously, inland areas of California depend upon coastal counties to provide this type of facility. Since the beaches tend to attract considerable intercounty and interstate usage, and since the large and growing visitor industry places high demands on the beach resources, every effort must be made to provide for maximum public utilization of the beach resource. The beaches now in public ownership, are not shown on the County General Plan as regional parks. These beach areas include Torrey Pines State Park, International Park and Mission Bay Park which have a multiple function of a regional nature, with access to the beach as only one characteristic.

State Parks and Federal Areas

State parks and federal areas provide recreation facilities for residents of the entire state and nation, including County residents. Although a considerable percentage of

the day users of the state parks and federal areas in San Diego County currently are County residents, in the future it is expected that population growth in Southern California, coupled with high incomes, more leisure time, and improved access, will result in these facilities becoming primary destinations for out-of-county residents.

The state parks and federal areas are sufficiently large to meet most of the overnight demands in those months when the weather permits use of the mountains and deserts.

However, because of limited day use facilities on the state and federal lands in the eastern portion of the County, driving distances, and climatic limitations, it was determined that even though such lands are vast, they do not and undoubtedly will not, satisfy all of the public's basic recreational needs. For these reasons such lands are not included as regional parks.

Regional Parks

Regional parks have as their function meeting those recreation needs of the people that are not completely fulfilled by the neighborhood, community, state and national facilities, nor by beaches, riding and hiking trails, and private recreation facilities. These needs are complex and thus the proposed regional parks are either:

1. Relatively large, in excess of 200 acres, and thus providing the impression of remoteness, spaciousness, diversity of use, and environment; or
2. If small in size, are of historical, unusual geographic, cultural or recreational interest to a broad spectrum of the population.

STANDARDS

The generally accepted standard for regional park requirements is 15 to 20 acres per 1,000 people. Most jurisdictions include their beach areas, and state and national facilities within this standard. Because San Diego County does have unique characteristics in terms of the location and climatic limitations of its national forests, state parks and beach areas, and because of the County's proximity to the more than eight million persons living in the Los Angeles--Long Beach--San Bernardino--Riverside metropolitan complex, the decision was made to include only those state facilities that meet the distance criterion described above. This standard, when adapted to population projections and population centers, made possible the allocation as shown on the Plan map.

A minimum site size standard of 200 acres with a minimum of 50 usable acres for active recreation is recommended because of the nature and function of regional parks. A regional park should contain any one or a combination of such attributes as natural beauty, unique topographical features, historical structures, or unusual scenery, and should be capable of being developed for at least two activities. It is readily apparent

that large areas are required in order to meet such requirements, with the exception of those specialized parks described above. It is believed that this standard will provide adequate space for the types of activities desired in regional parks in San Diego County. This standard is intended to be flexible and to provide a general guide for acquiring regional park sites. Such large sites are, of course, economically possible only in areas in which urbanization has not yet affected land values to a large degree.

THE REGIONAL PARK PLAN

The Regional Park Plan suggests a regional park system that will meet the diverse recreational needs of the expected population and visitors from other parts of the state and the nation to the year 1990.

Regional Parks

The Plan indicates proposed regional parks in two categories. Those already in public ownership will be retained as public lands and developed as regional parks.

The second category are areas presently in private ownership for regional parks. The highest and best use of this land would be attained if the government were to acquire the land and reserve it as a regional park. However, there are limited funds available to attain this highest and best use for the land. Accordingly, other uses found to be compatible with the park are compatible with this designation.

The appropriate governmental agency will be notified prior to the approval of any proposal by a property owner to develop or use any land designated as a park for anything other than a single-family dwelling and accessory buildings on an existing lot. The governmental agency will be given a reasonable period of time to acquire the property for a public park prior to the approval of any development proposal.

It is the intent of the General Plan that a specific plan be prepared for each of the regional parks indicated by a symbol. It is further intended that the specific plan for each regional park be adopted including a statement as to the uses of land, the restrictions to be placed on private property in the vicinity and the land to be acquired. Until such specific plans have been adopted, the land is intended to be used based on the designation underlying the symbol shown on the Plan map.

The proposed regional parks take advantage, wherever possible, of natural features such as lakes, reservoirs, ravines, cliffs, hills, views, woods, open lawn, scenic drives and paths, streams, and undisturbed natural areas. The regional parks are proposed to serve all age groups and should include picnic areas, boating and swimming facilities, day camps, bridle paths, and areas for active play. Regional parks may also contain a zoo, botanical garden, museum, band shell, golf course, outdoor theater, or other similar activities and facilities.

The park proposals are based on natural scenic features and available vacant land located within proximity and easy access (one hour maximum driving time) to the population served. Wherever possible the parks are located so as to be served by freeway, major highway, or mass public transportation in order to assure the use of these facilities by persons of all economic groups.

Specifically the Plan recommends the regional parks as shown in Table 9.

State Parks

The Countywide General Plan map designates certain areas for state parks. The highest and best use of this land would be attained if the state government were to acquire the land and reserve it as a part of the state park system. There are limited funds available to attain this highest and best use for the land. Accordingly, other uses found to be compatible with the state park are compatible with this designation.

The State of California will be notified prior to the approval of any proposal by a property owner to develop or use any land designated as state park for anything other than a single family dwelling and accessory buildings on an existing lot. The State of California and other public agencies will be given a reasonable period of time to acquire the property for a public park prior to the approval of any development proposal.

In the event the public does not acquire the land in a reasonable period of time compatible private development will be permitted to occur.

Any proposal for private development will be reviewed to assure that there will be a minimum of adverse affect on the state park.

POLICIES

1. The entire shoreline of San Diego County, including the beaches and associated upland areas, be studied and that the County General Plan be revised in the future to indicate all of the beaches that should be placed under public ownership and/or control by 1990.
2. Acquisition of proposed sites should be given first priority, and development of park sites second priority in implementing the regional park plan. Sites subject to immediate urbanization should be acquired first.
3. A 5 to 10 year schedule of priorities for acquiring and developing regional park sites should be established as part of the County capital improvement program.

4. A continuous program should be initiated by the Comprehensive Planning Organization to update information and obtain factual data relative to recreation habits and needs of San Diego County residents.
5. Maximum utilization of reservoirs and other waterbodies for recreational purposes should be encouraged by all levels of government.
6. Historical sites having Countywide significance relative to the early settlement and growth of San Diego County should be acquired by appropriate agencies wherever possible, and maintained as a part of the regional park system.

GRAPHIC GOES HERE

CHAPTER 3

OFF-ROAD VEHICLE PLAN

The following are the Goals and Policies of the Off-Road Vehicle (ORV) Plan:

GOALS

- SHARE WITH OTHER PUBLIC AGENCIES AND THE PRIVATE SECTOR RESPONSIBILITY FOR THE PROVISION OF SUITABLE ORV RECREATIONAL FACILITIES.
- WORK WITH FEDERAL, STATE AND LOCAL AGENCIES TO PLAN AND IMPLEMENT ORV RECREATIONAL FACILITIES.
- CONSIDER THE RECREATIONAL AND SAFETY NEEDS OF ORV USERS AS WELL AS ENVIRONMENTAL, SOCIAL AND FISCAL IMPACTS WHEN PLANNING ORV FACILITIES.
- FACILITATE THE SAFE AND LEGAL PURSUIT OF ORV RECREATIONAL ACTIVITY.
- ACCOMMODATE ORV ACTIVITY WITH MINIMAL ADVERSE EFFECT ON THE ENVIRONMENT AND NON-USERS.
- ENFORCE REGULATIONS RELATING TO THE OFF-ROAD USE OF MOTOR VEHICLES.
- SPEND PUBLIC FUNDS FOR ORV FACILITIES IN A MANNER THAT IS RESPONSIVE TO THE GENERAL PUBLIC NEED.
- PROMOTE EDUCATIONAL PROGRAMS TO IMPROVE THE SAFETY OF ORV USE AND ITS IMPACT ON THE ENVIRONMENT AND NON-USERS.

POLICIES

A. ORV Park Facilities

1. THE COUNTY SHALL SEEK TO ESTABLISH A SYSTEM OF SAFE, ACCESSIBLE, COMPATIBLE AND APPROPRIATELY LOCATED ORV PARK FACILITIES WHICH ADEQUATELY SERVE THE USER POPULATION.

- a. Provide for ORV facilities within the County park system in recognition of ORV use as a legitimate form of outdoor recreation. This should be done subject to the availability of non-General Fund funding to the maximum extent possible.
- b. Provide facilities which meet the needs of both the novice and skilled ORV user for areas for practice riding, recreational trail riding and competition.
- c. Provide an ORV program of balance and variety. This system should be composed of large multimode complexes with complimentary support facilities (regional parks) as well as small, specialized use parks (subregional parks, special use parks, local parks or an area within a regional park) to meet user needs.
- d. Locate facilities based on a careful evaluation of user demand, suitability of land, community acceptability, and conformance with existing County policies and standards.

B. ORV Trails

- 2. THE COUNTY WILL INVESTIGATE WHAT PUBLIC ACTIONS MIGHT BE TAKEN TO KEEP OPEN HISTORIC TRAILS CURRENTLY USED BY OFF-ROAD VEHICLES AND TO REOPEN THOSE TRAILS WHICH HAVE BEEN CLOSED IN THE RECENT PAST. THE PUBLIC SHALL HAVE AN OPPORTUNITY TO TAKE PART IN AND COMMENT UPON THE INVESTIGATION.
- 3. THE COUNTY WILL INVESTIGATE WHETHER A COUNTYWIDE TRAIL SYSTEM FOR ORV USE SHOULD BE ESTABLISHED.
 - a. The Department of Planning and Land Use will confer with other public agencies including the State Department of Parks and Recreation, the Cleveland National Forest, the Bureau of Land Management, and the Department of Defense to determine the problems and opportunities for providing for ORV trail riding in San Diego County.
 - b. County Counsel will determine the legal issues that would have to be resolved and the potential consequences for the County to establish an ORV trail system.
 - c. The Board of Supervisors will reconsider the issue of a Countywide ORV trail system based upon the reports obtained from 3(a) and 3(b).

4. THE COUNTY WILL NOT USE ITS POWER OF EMINENT DOMAIN TO ACQUIRE TRAILS.

C. Conditions of Approval

5. THE COUNTY WILL ADHERE TO THE LETTER AND INTENT OF THE COUNTY GENERAL PLAN, INCLUDING COMMUNITY PLANS, AND THE CALIFORNIA ENVIRONMENTAL QUALITY ACT IN CONSIDERING ALL OFF-ROAD VEHICLE PROJECTS.
 - a. Consider approval of an off-road vehicle project application only if it conforms to the County General Plan and, where appropriate, Community Plan maps and policies, and can demonstrate that it can meet all conditions, performance standards, and mitigating measures that may be required by the County as a condition of approval.
 - b. Require a full environmental impact report on any specific off-road vehicle project.

D. Special Use Permit

6. AT PRESENT, THE COUNTY ZONING ORDINANCE IS SILENT ON REQUIRING A SPECIAL USE PERMIT FOR ALL OFF-ROAD VEHICLE PARKS. DUE TO POSSIBLE ADVERSE IMPACTS AND THE NEED TO ENSURE CONFORMITY OF SUCH PROJECTS WITH THIS PLAN, DISCRETIONARY REVIEW BY THE COUNTY PLANNING COMMISSION IS NECESSARY. ALL OFF-ROAD VEHICLE PROJECTS SHALL REQUIRE A SPECIAL USE PERMIT.
 - a. The conditions of an ORV Special Use Permit should be based on the goals and policies of the ORV Plan.
 - b. All applications for an ORV Special Use Permit should include a site plan and an operations and management plan.
 - c. The Zoning Ordinance shall be amended to carry out this policy.

It is necessary for the protection of the environment to apply the following policies as performance standards to judge the significance of potential impacts identified in any draft environmental impact report for an off-road vehicle project.

E. Air Quality

7. ACTUAL EMISSIONS MEASURED AT THE PROJECT BOUNDARY SHALL NOT RESULT IN A VIOLATION OF ANY STATE OR FEDERAL AMBIENT AIR QUALITY STANDARD NOR SHALL THEY INTERFERE WITH THE ATTAINMENT OF ANY STATE OR FEDERAL AIR QUALITY STANDARD.
8. NO VISIBLE PLUME FROM ACTIVITIES WITHIN AN OFF-ROAD VEHICLE PROJECT SHALL CROSS THE PROJECT BOUNDARY.
9. IF THE OFF-ROAD VEHICLE PROJECT CAN DEMONSTRATE TO THE SATISFACTION OF THE AIR POLLUTION CONTROL DISTRICT THAT THE RESTRICTION OF INDISCRIMINATE ORV ACTIVITY OUTSIDE THE PROJECT WITHIN THE ENFORCEMENT ZONE HAS RESULTED IN A REDUCTION OF PARTICULATE EMISSIONS EQUAL TO OR GREATER THAN THE EMISSIONS GENERATED WITHIN THE PARK, THEN THE PARK SHALL BE CONSIDERED IN CONFORMANCE WITH THE PERFORMANCE STANDARDS, AND ADEQUATE MITIGATION WILL HAVE TAKEN PLACE.
10. EACH VEHICLE OPERATING WITHIN AN OFF-ROAD VEHICLE PROJECT SHALL BE IN COMPLIANCE WITH FEDERAL AND STATE EXHAUST EMISSION STANDARDS FOR OFF-HIGHWAY VEHICLES.

F. Noise

11. THE HOURLY NOISE LEVEL (LEQ) AT ANY OFF-ROAD VEHICLE PROJECT BOUNDARY WHICH ADJOINS RESIDENTIAL LAND USE CATEGORIES SHALL NOT EXCEED THE FOLLOWING LEVEL:

STANDARDS

RESIDENTIAL AREAS WHERE NOISE LEVELS WITHOUT PROJECT
ACTIVITY ARE CNEL 55 OR LESS: 55 LEQ

RESIDENTIAL AREAS WHERE NOISE LEVELS WITHOUT PROJECT
ACTIVITY ARE CNEL 56 - 60: 60 LEQ

RESIDENTIAL AREAS WHERE NOISE LEVELS WITHOUT PROJECT
ACTIVITY ARE CNEL 61 OR GREATER: 65 LEQ

12. THE NOISE LEVEL ALONG ALL ADJACENT ACCESS ROADS WHICH PASS THROUGH AREAS DESIGNATED BY RESIDENTIAL LAND USE CATEGORIES IN THE COUNTY GENERAL PLAN SHALL NOT EXCEED

THAT LEVEL (CNEL) DEFINED AS ACCEPTABLE BY THE NOISE ELEMENT OF THE COUNTY GENERAL PLAN WHEN MEASURED AT THE RIGHT-OF-WAY.

13. EACH ORV/OHV VEHICLE OPERATING WITHIN AN OFF-ROAD VEHICLE PROJECT SHALL BE MUFFLED TO COMPLY WITH ALL APPLICABLE SECTIONS OF THE CALIFORNIA STATE VEHICLE CODE.

G. Soils

14. ALL EROSION AND SILTATION CONTROL DEVICES AND MAINTENANCE PROCEDURES NECESSARY TO ENSURE THAT SEDIMENTATION SHALL BE MINIMIZED TO THE EXTENT POSSIBLE AT AN OFF-ROAD VEHICLE PROJECT BOUNDARY SHALL BE CONSTRUCTED PRIOR TO THE COMMENCEMENT OF OFF-ROAD VEHICLE ACTIVITY ON THE SITE AND SHALL BE MAINTAINED THROUGHOUT THE LIFE OF THE PROJECT.
15. OFF-ROAD VEHICLE PROJECTS THAT ARE PROPOSED ON LAND RATED GOOD OR FAIR FOR THE FIVE PRINCIPAL CROPS GROWN IN SAN DIEGO COUNTY, AS RATED BY THE COUNTY'S SOIL SURVEY, SHALL BE REVIEWED FOR CONFORMITY TO THE AGRICULTURAL POLICIES OF THE GENERAL PLAN.

H. Biology

16. A QUALIFIED BOTANIST AND ZOOLOGIST SHALL THOROUGHLY SURVEY THE ENTIRE SITE OF A PROPOSED OFF-ROAD VEHICLE PROJECT AND ACCURATELY

IDENTIFY AREAS AND RESOURCES OF HIGH BIOLOGICAL VALUE. THE SURVEY SHALL BE CONDUCTED BETWEEN THE MONTHS OF MARCH AND JULY. AN IN-DEPTH WRITTEN REPORT SHALL BE PREPARED ON THE FINDINGS. THE SURVEY SHALL BE A DIRECTED SEARCH FOR SUCH RESOURCES AS RARE, ENDANGERED, THREATENED, POTENTIALLY DEPLETED AND AESTHETIC WILDLIFE, PARTICULARLY ROOSTING, BREEDING, AND FEEDING AREAS AND MIGRATION CORRIDORS. THE SURVEY FINDINGS SHALL BE USED IN THE PREPARATION OF A PROJECT USE PLAN AND OPERATING POLICIES AND WILL BE CONSIDERED IN THE ENVIRONMENTAL IMPACT ANALYSIS.

I. Archaeology

17. A QUALIFIED ARCHAEOLOGIST SHALL PERFORM A THOROUGH SURVEY OF THE ENTIRE SITE OF A PROPOSED OFF-ROAD VEHICLE PROJECT AND PRODUCE A WRITTEN REPORT CONSISTENT WITH THE ADOPTED COUNTY GUIDELINES FOR ARCHAEOLOGY. THE REPORT SHALL DETAIL THE LOCATIONS, QUANTITY AND CULTURAL AFFINITY OF ANY RESOURCES AND SPECIFY ANY ADDITIONAL SALVAGE OR SUBSEQUENT REPORTS OR ACTIONS WHICH MIGHT BE NECESSARY TO ENSURE PROTECTION OF RESOURCES. THE REPORT SHALL BE APPROVED BY THE DIRECTOR OF THE ENVIRONMENTAL ANALYSIS DIVISION PRIOR TO ANY ON-SITE CONSTRUCTION WITHIN THE PROJECT BOUNDARY.

J. Access

18. ADEQUATE ACCESS SHALL BE A PAVED ROADWAY SUFFICIENT TO CARRY THE PROJECTED AVERAGE DAILY TRAFFIC (ADT) INCLUDING PROJECTED TRAFFIC PLUS THAT TRAFFIC ASSOCIATED WITH THE PROJECT. ADEQUATE ACCESS SHALL BE PROVIDED PRIOR TO OR CONCURRENT WITH ANY CONSTRUCTION WITHIN THE PROJECT. THE DETERMINATION FOR ADEQUATE ACCESS SHALL BE MADE BY THE PLANNING COMMISSION OR BOARD OF SUPERVISORS.

K. Fire

19. ALL NECESSARY FIRE CONTROL AND PROTECTION MEASURES SHALL BE INCORPORATED INTO THE PROJECT OPERATION AND MAINTENANCE PROCEDURES TO ENSURE A LEVEL OF FIRE PROTECTION ACCEPTABLE TO THE CALIFORNIA DIVISION OF FORESTRY AND THE LOCAL FIRE PROTECTION DISTRICT.

L. Emergency Medical Services

20. AN ADEQUATE LEVEL OF EMERGENCY MEDICAL SERVICES SHALL BE AVAILABLE TO PROJECT USERS AS DETERMINED BY THE PLANNING COMMISSION OR BOARD OF SUPERVISORS.

M. Law Enforcement

21. AN ADEQUATE LEVEL OF LAW ENFORCEMENT SHALL BE PROVIDED WITHIN THE PROJECT OPERATIONS AND MANAGEMENT PLAN TO ENSURE A LEVEL OF LAW

ENFORCEMENT RECOMMENDED BY THE SHERIFF'S DEPARTMENT AND APPROVED BY THE PLANNING COMMISSION OR BOARD OF SUPERVISORS.

N. Use

22. USE OF AN OFF-ROAD VEHICLE PROJECT SHALL NOT BE ALLOWED UNTIL THE PROJECT IS DEVELOPED WITH THE NECESSARY CONTROLS AND MEASURES TO MITIGATE SIGNIFICANT ENVIRONMENTAL IMPACTS.

O. General Plan Amendment

23. ANY PROPOSED GENERAL PLAN AMENDMENT WHICH DESIGNATES AN AREA FOR OFF-ROAD VEHICLE USE SHALL BE EVALUATED TO DETERMINE WHETHER AN OFF-ROAD VEHICLE PROJECT LOCATED WITHIN THAT AREA COULD REASONABLY BE EXPECTED TO MEET THE PERFORMANCE STANDARDS OF THE OFF-ROAD VEHICLE PLAN.

P. ORV Education Programs

24. THE COUNTY DEPARTMENT OF PARKS AND RECREATION SHALL PROMOTE AND PROVIDE AN ONGOING PROGRAM OF TRAINING AND EDUCATION.
- a. Offer an interpretive program to ORV facility users which conveys an increased awareness and understanding of environmental values and non-user attitudes.
 - b. Encourage government, school and industry programs which seek to increase skills of ORV sport participants.
 - c. Develop incentives to reduce littering on trails and damaging adjacent property.
 - d. Encourage ORV user volunteer groups to initiate safety patrol programs.
 - e. Manufacturers and distributors of ORV's should be encouraged, in the public interest and their own, to extend cooperation including financial assistance to public and voluntary agencies in the implementation of the positive approach recommended herein.

Q. ORV Enforcement Programs

25. THE COUNTY SHALL ENFORCE REGULATIONS WHICH SEEK TO PROMOTE SAFETY AND PROTECTION OF PERSONS, PROPERTY AND THE ENVIRONMENT IMPACTED BY ORV USE.
- a. Encourage the Sheriff's Department to promote uniform methods of regulation and enforcement of ORV's on a Countywide basis and cooperate in establishing mechanisms for uniform interjurisdictional enforcement of regulations concerning ORV activities on unimproved private and public lands.
 - b. Amend County Code Section 76.101 (Motor Vehicles on Private Property) to delete requirement to post signs.
 - c. Request the Sheriff and other appropriate law enforcement officers to concentrate ORV enforcement activities within fifteen minutes driving time of authorized and operative ORV use areas (Enforcement Zone).
 - d. Assist the Fiscal and Justice Agency in initiating a service-oriented program similar to the Trail Safe Program of the City of San Diego.
 - e. ORV activity shall not be permitted in an area during a period when that area has been declared by appropriate fire agencies to have a high fire potential.

R. ORV Fiscal Management

26. THE COUNTY WILL SEEK ALTERNATIVE FUNDING SOURCES, OTHER THAN THE GENERAL FUND, INCLUDING FUNDS FROM THE OFF-HIGHWAY VEHICLE REGISTRATION PROGRAM, TO PAY FOR ALL OR PORTIONS OF THE COSTS INVOLVED IN THE PLANNING, LAND ACQUISITION AND DEVELOPMENT OF ANY PUBLIC ORV RECREATIONAL FACILITY.
27. THE COUNTY WILL NOT SPEND GENERAL FUND MONEY FOR THE OPERATION AND MAINTENANCE OF ANY PUBLIC ORV RECREATIONAL FACILITY.
28. THE COUNTY WILL REQUEST THE FEDERAL GOVERNMENT TO CONSIDER PROVIDING FOR PUBLIC OFF-ROAD VEHICLE RECREATIONAL USE IN SUITABLE AREAS OWNED BY THE FEDERAL GOVERNMENT.

29. THE COUNTY WILL SEEK THE COOPERATION OF FEDERAL, STATE AND OTHER PUBLIC AGENCIES TO PROVIDE FOR PUBLIC OFF-ROAD VEHICLE RECREATIONAL USE ON OTHER SUITABLE PUBLIC LANDS AND SUBJECT TO A SPECIAL USE PERMIT TO THE EXTENT PERMITTED BY LAW.
30. THE COUNTY WILL SEEK THE PARTICIPATION OF CITIES IN PLANNING AND IMPLEMENTING ORV PROGRAMS.
31. THE COUNTY WILL SEEK THE PARTICIPATION OF THE OFF-ROAD VEHICLE INDUSTRY IN PLANNING AND IMPLEMENTING ORV PROGRAMS.

Q. ORV Use Area Standards

32. IN RECOGNITION OF THE NEED TO PROVIDE ADEQUATE ACREAGE FOR OFF-ROAD VEHICLE RECREATIONAL ACTIVITY, THE COUNTY SHALL ATTEMPT

TO PROVIDE 2 ACRES OF ORV USE AREAS PER 1,000 POPULATION; THIS ACREAGE SHALL BE IN OR NEAR THE URBANIZED AREA AND MAY CONSIST OF SMALL CYCLE PARKS, URBAN ORV PARKS AND TRAILS. PROVISION OF A SYSTEM OF USE AREAS SHALL BE CAREFULLY MONITORED AND COORDINATED TO ASSURE OVERALL VARIETY AND BALANCE OF FACILITIES TO MEET THE COUNTY'S RECREATIONAL NEEDS.

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